

## STAFF REPORT

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Meeting

Date: July 13, 2011

To: Chairperson and Members of the Planning Commission

From: Community Development Department

Subject: **ITEM A: FAIRFIELD TRAIN STATION SPECIFIC PLAN AND DEVELOPMENT AGREEMENT WITH CANON STATION, LLC**

Resolution No. 2011-13

Location: Northeast Fairfield

General Plan Amendment

Applicants: City of Fairfield for

(G.P. 2010-2)

Specific Plan and related items;

Zone Change

Canon Station, LLC for

(Z.C. 2010-4)

Development Agreement

Environmental Impact Report

(E.R. 2010-19)

Development Agreement

Public hearing on proposal by the City of Fairfield for the Train Station Specific Plan and related items, including Development Agreement with Canon Station, LLC. The project consists of a Specific Plan for approximately 2,972 acres in northeast Fairfield, primarily located between Peabody Road and North Gate Road. The Specific Plan would allow for up to 6,800 housing units on approximately 504 acres of land, approximately 4.6 million square feet of industrial development, approximately 360,000 square feet of commercial development, construction of a variety of roadway and utility improvements to serve the project, and construction of a range of parklands, including an approximately 50-acre community park, a 22-acre lake park, extension of the City's Linear Park through the plan area, and construction of various public and private neighborhood-serving park facilities. The plan would also provide for permanent preservation of approximately 1,500 acres of open space as a part of the Vacaville-Fairfield-Solano County Greenbelt. The project also consists of various supporting actions, including amendment of the General Plan, Zoning Ordinance and Zoning Map to ensure consistency between the Specific Plan and those documents, and repealing of the Peabody-Walters Master Plan. To assist with implementation of the Specific Plan, the City of Fairfield and Canon Station, LLC are also proposing a Development Agreement for residential, commercial industrial and park lands in the eastern half of the Specific Plan area. (Staff: Erin L. Beavers, 707-428-7461)

## BACKGROUND INFORMATION

In the early 1990s, service began on the Capitol Corridor, a commuter rail line between Sacramento and the Bay Area. Operating on the Union Pacific Railroad tracks, trains stop just outside downtown Fairfield at the Suisun City Amtrak station. In 1999, Fairfield acquired land for a second area station at the southeast corner of Peabody Road and Vanden Road. The station would serve the northeast part of the City as well as the City of Vacaville, which has no direct access to the tracks. The City anticipates construction to begin in 2012, with service at the new station beginning in 2014/15.

With the station site acquired, the City began to plan for future development nearby to maximize the opportunity the station provides for easy regional commuting. In 2002, the City amended its General Plan to identify the station area for development of a higher density, mixed use district within approximately one-half mile of the station site. To implement this vision, in late 2008, the City Council directed City staff to begin work on a Specific Plan for the transit-oriented district around the station. In addition, City Council directed that the Specific Plan include a broader area to the east that encompasses all of the remaining developable land in northeast Fairfield. Based on the scope of the plan, the City Council concluded that an Environmental Impact Report (EIR) would be required to document and respond to the project's environmental impacts. The City then hired the firm AECOM to assist in preparing the plan and EIR.

In 2010, the City Council directed staff to proceed with the preparation of a Specific Plan based on a preliminary land plan they reviewed for the project. The preliminary land plan called for the project's boundaries to extend south of the station site to Markeley Road, northwest to the Linear Park right of way, north to the Vacaville City limits, and eastward to North Gate Road. The preliminary land plan totaled approximately 2,970 acres. The City Council also approved a set of Guiding Principles for the plan and a Memorandum of Understanding (MOU) with the plan's largest landowner. The Preliminary Land Plan and Guiding Principles form the basis for much of the Specific Plan. The MOU is the basis for a Development Agreement with Canon Station.

During 2010, staff and project consultants completed a draft Specific Plan and draft EIR. The draft EIR was released in December 2010, with revisions to traffic, air quality and noise sections released in February 2011. A draft Specific Plan - which includes the Guiding Principles in Chapter One - was released in February 2011. Staff provided a detailed overview of these documents to the Planning Commission at its meeting of February 9, 2011. Per the preliminary land plan, the Specific Plan proposes development of up to 6,800 housing units, approximately 4.6 million square feet of industrial/employment uses, and approximately 360,000 square feet of commercial and mixed uses.

Since the February 9 meeting, staff has compiled comments on the draft plan and EIR, prepared final versions of each document and finalized a variety of documents that support the plan. Together, these comprise the package of items that will be reviewed

by the Planning Commission for recommendation to the City Council. Documents presented for recommendation include:

- Fairfield Train Station Specific Plan
- Environmental Impact Report for the Plan, Findings, Statement of Overriding Considerations and Mitigation Monitoring Report
- Amendments to the General Plan Document and Land Use Diagram
- Amendments to the Zoning Ordinance and Zoning Map
- Development Agreement with Canon Station
- Infrastructure Financing and Fiscal Impact Studies

Each of these items is described in the following sections.

### PROJECT OVERVIEW

A. Specific Plan: The Fairfield Train Station Specific Plan (FTSSP) is a land use, policy and regulatory document designed to provide detailed guidance for development of approximately 2,970 acres in northeast Fairfield. Consistent with State law regarding Specific Plans, the FTSSP provides guidance on a variety of topics including:

- The distribution, location and extent of land uses within the area covered by the plan;
- The proposed distribution and location of various infrastructure, including roadways, sewage, water, drainage and other essential facilities needed to support land uses described in the plan;
- Standards and criteria by which development will proceed;
- Program for conservation of open space and related natural resources;
- Program of implementation measures including land development policies, a capital improvement program, and financing measures necessary to carry out the plan.

A draft of the Specific Plan was provided to the Planning Commission prior to a study session on the plan in February. Attached to this report is a proposed final version of the plan. The final draft incorporates revisions, based on further review of the draft plan, need for minor corrections, and revisions proposed to facilitate implementation of the project, including zoning, infrastructure financing, and the Development Agreement with Canon Station. The overall concept and basic components and of the final plan are unchanged, however, from the draft presented in February.

The overall vision of the plan is for development of a rich mixture of residential, retail, and employment uses around the train station, connected by a dense network of parks, open space corridors, and streets designed to serve cars, pedestrians and bicyclists. Sensitive open spaces would be preserved and added to the Greenbelt that separates Fairfield from Vacaville. In total the project proposes development of:

- a maximum of 6,800 housing units on 504 acres, with an emphasis on higher density housing, particularly around the train station and village core areas;
- 53 acres of retail and commercial uses;
- 286 acres of industrial development;
- 154 acres of developed parks;
- 1,531 acres of natural open space.

The proposed distribution of land uses is shown on Figure 1-2 of the plan. A larger copy of this figure is attached to this report for easy reference. Chapter Four of the plan provides a detailed program for land use and development. Table 4-1 of the plan, also attached, provides a summary of land uses proposed by the plan. Figure 4-1 of the plan provides a more detailed illustration of how the plan could develop while satisfying the full vision it provides. Key features of the plan include:

1. A train station at the southeast corner of Peabody Road and Vanden Road.
2. Housing of various densities, focused on the north side of Vanden Road and Cement Hill Road, and immediately south of the train station. The plan proposes three broad density categories: Residential Low ("RL"), Residential Medium ("RM") and Residential High ("RH"). Land designated RL could develop anywhere between 4 and 7 units per acre by right, and may request permission from the City to develop up to 10 units per acre, if the City grants a density transfer from another area within the plan. Land designated RM could develop between 10 and 14 units per acre by right, and up to 20 units per acre with a density transfer. Land designated RH could develop between 20 and 24 units per acre by right, and up to 50 units per acre with a density transfer. The highest densities are focused near the train station, commercial areas and – to buffer traffic and railroad noise – along the north side of Vanden Road.
3. Two commercial centers. The first and largest is located several blocks north of the train station. This area, called the "Town Center" district would serve as the primarily retail center for the community. At the heart of the district is an approximately two-acre park square called the "town green." Two- and three-story buildings would front closely to the streets around the town green

and nearby forming a traditional "main street" downtown core. Included in the retail mix would be a full-size grocery store with rear parking northeast of the town green. Residential would mix with commercial uses, and would be located on upper stories of buildings, with commercial and live-work uses on ground floors. Chapter 5 of the plan provides detailed planning guidance for the Town Center district.

The second retail area would be located approximately one-half mile east of the Town Center and would contain smaller neighborhood serving uses and a library.

4. 286 acres for industrial in two locations on the east side of Vanden Road, north and south of the current alignment of Canon Road. Industrial areas would be served with rail service by new spurs off of the Union Pacific Railroad tracks. Industrial uses currently located on Peabody Road near the town center would be allowed and encouraged in the southeastern half of the northern industrial park.
5. A diverse mixture of park and recreational features. These include:
  - The town green, described above.
  - A traditional five-acre neighborhood park south of the train station. This park, already shown in the City's General Plan, would serve a Specific Plan neighborhood south of the station, as well as existing residential areas south of the Specific Plan boundary.
  - An approximately 22 acre "Lake Park" that includes an approximately 11 acre lake with a meandering 10-foot concrete path around its perimeter, and 11 acres of park and recreational amenities. Housing of all three densities would be built to the edge of the park in various areas. The lake park would serve along with the Town Center, as a major public gathering place for residents within the plan. The smaller retail center described above would be located at the southeast corner of the lake, and would include neighborhood serving retail, a 29,000 square foot public library, and a private recreation center for residents in the eastern half of the plan area. Chapter 6 of the plan provides detailed planning guidance for the lake park and surrounding residential uses.
  - A 50-acre "Great Park" that would serve as a community park for city residents east of Laurel Creek Park's service area. The park, located in the north central part of the plan, would contain a range of facilities such as sports fields, a small lake, picnic areas, and smaller recreational facilities similar to Laurel Creek and Allan Witt parks.

- Extension of the City's Linear Park from Peabody Road northeastward to the Vacaville City Limits. This portion of the Linear Park has been included in the City's General Plan since 1992. The Specific Plan calls for two spurs to be added to connect the Linear Park to important features in the plan. One spur would run from the Linear Park southward on a former railroad bed, over Vanden Road on a pedestrian bridge, connecting to the area south of Vanden Road containing Center Elementary School, Golden West Middle School and Vanden High School. A second, shorter spur, would connect the Linear Park to the Lake Park.
  - Various "pocket parks" throughout the plan area. These small parks, one-half to two acres in size would allow more green recreational space to be located closer to houses than under the traditional City practice of building a smaller number of 5 acre neighborhood parks.
  - Various off-street trails and pathways connecting residential areas, commercial areas, parks and schools together.
6. A dense and varied circulation network. Figure 10-1 in Chapter 10 of the Specific Plan presents the proposed network of "complete" streets designed to effectively serve cars, pedestrians and bicyclists within the plan, as well as funnel traffic from areas beyond through the plan area. Figure 10-26 also presents the proposed network of dedicated off-street pathways for pedestrians and bicyclists. Detailed street sections for more than 20 street types and conditions are provided as well in Chapter 10.

Key roadway improvements proposed for the plan include:

- improvement of Peabody Road to create a six-lane road north from Air Base Parkway to the Linear Park, including a new overcrossing of the railroad tracks, with four lanes continuing north from the Linear Park to the Vacaville City Limits.
- improvement of Cement Hill Road between Walters Road and Peabody Road from a two-lane rural road to a six-lane roadway which would be city-standard lanes. This segment would be the eastern terminus Manuel Campos Parkway, which would connect the plan area to Interstate 80.
- Improvement of Vanden Road east of Peabody Road through the plan from two rural-standard lanes to four city-standard lanes.
- Construction of a new roadway linking Peabody Road to North Gate Road, providing more direct and safer access to Travis Air Force Base. Identified in the plan as "New Canon Road", this road would include an overcrossing of Vanden Road and the railroad tracks, and would also

replace the existing Canon Road and its unsafe "at-grade" track crossing. The road would be a mix of two and four lanes, and would provide access to the new industrial areas east of Vanden Road.

- Construction of realigned McCrory Road as a two-lane roadway through the industrial park to connect with New Canon Road. Portions of older rights-of-way for McCrory Road and North Gate Road would be abandoned in conjunction with the construction of New Canon Road.
  - A "Civic Boulevard" connecting the Town Center district with the Lake Park district. As shown in Figure 10-12, the Civic Boulevard would be a grand, tree-lined parkway, with wider (10-foot) pedestrian pathways on either side, a 24-foot landscaped median, and extensive landscaping between the vehicle right-of-way and pedestrian zone.
7. Substantial open space preservation. Of the 2,970 acres covered by the plan, 1,531 acres – more than half – would be designated for permanent open space. Open space would comprise a mixture of land set aside for habitat purposes, grazing, or public access. Land that could be accessible to the public includes several hundred acres that would be owned by the City, located north and west of the Great Park. Per Policy 7-13 of the plan development, a large majority of open space in the plan would be formally preserved in conjunction with subdivision of land by plan's largest landowner.

Resource management policies for open space areas are contained in Chapter 8 of the plan.

8. Plans for utilities and public facilities. Chapter 11 of the plan includes exhibits that depict conceptual sizing and location of various utilities, including potable water, sanitary sewer and storm drainage. Notably, the plan requires that stormwater be detained in a small number of "regional" basins that serve multiple development parcels. The plan also includes policies to ensure timely construction of utilities and sufficient funding for long term maintenance.

In addition to utilities, the plan identifies sites for various public facilities. These include a library, as described earlier, a training site in the industrial area for the region's fire departments, and an elementary school site north of the train station. Just one school site is identified, consistent with early discussions with Travis Unified School District (TUSD). After the draft plan was released, however, TUSD determined that it will require one additional elementary school somewhere in the northeast part of the City to serve buildout of the area. The District has not yet identified the location for the second elementary school, which could be outside the Specific Plan boundary. The EIR includes mitigation that commits the City to processing

an amendment to the General Plan, and if necessary the Specific Plan, to identify the additional school site, once TUSD identifies and acquires the site.

9. Guidelines and policies for subarea planning. To facilitate appropriate phasing and more focused planning within the Specific Plan, land within the plan is divided into ten "Planning Areas". Planning Areas (PAs) are shown on Figure 4-7 of the plan. Residential areas are limited to PAs 1 through 5 and PA 9. Industrial uses are located in PA 6. The North Bay Water Treatment Plant occupies PA 10. PAs 7 and 8 are dedicated to open space and recreational uses, including the Great Park. Chapter 4 contains specific planning policies for each Planning Area. Chapter 5 contains more detailed planning policy and direction for Planning Area 2, which contains the Town Center District. Chapter 6 contains more detailed planning policy and direction for Planning Area 4, which contains the Lake Park and surrounding development. Detailed landscape and architectural design guidelines for development within all planning areas are contained in Chapters 12 and 13. Additional detail regarding regulations for each PA is contained in amendments to the Zoning ordinance, described later in this staff report.
10. Implementation guidance. Detailed direction for implementation of the plan is contained in Chapter 14. This includes policies regarding environmental mitigation, annexation, greenbelt amendment, subarea planning, phasing, and timing for various infrastructure and park improvements and timing for industrial development.

Unlike other chapters in the plan, Chapter 14 has been substantially revised from the draft plan, following comments by private landowners, completion of studies of infrastructure financing and fiscal impacts of the plan, and completion of a Development Agreement with Canon Station. One key change is revision to the process for subarea planning. Requirements have been revised to require a "Master Planned Unit Development Permit" (MPUD) prior to any development in a Planning Area. The process for obtaining an MPUD is discussed in detail under with discussion of zoning revisions later in this staff report.

- B. General Plan Amendments: The Specific Plan is a proposed element of the City's General Plan. Adoption of the plan would be an amendment to the General Plan. Other amendments to the General Plan are proposed, however, to ensure internal consistency should the Specific Plan be adopted. Proposed amendments are shown in Exhibit "C" to the attached Resolution. Amendments include changes to the Land Use Element, Open Space, Conservation and Recreation Element, Economic Development Element, Public Facilities Element, and Urban Design Element. Revisions are largely minor in nature, adding discussion of the Specific Plan as a whole, or discussion of specific aspects of the plan that are relevant to the amended element. Revisions are also proposed

to three General Plan exhibits to ensure consistency with the Specific Plan. These include exhibits that show planned roadways, schools and public facilities throughout the City. These exhibits would be amended to accurately reflect those aspects of the Specific Plan.

Other proposed changes to the General Plan include the following:

1. Repeal of the Peabody-Walters Master Plan (PWMP), and deletion of language in the General Plan related to the PWMP. The PWMP is a policy and infrastructure planning document adopted by the City in 1995. The PWMP provides guidance for development between Clay Bank Road and land just east of Peabody Road. Since the plan was adopted, various projects have been approved within its boundaries. These include large subdivisions such as Goldridge and the Villages at Fairfield, and small projects such as Bedford Falls, Madison, and Whitney Park. Nearly all remaining unentitled land within the PWMP is included in the Train Station Specific Plan. As a result, the PWMP would no longer be needed to guide development, and is proposed to be repealed.
2. Addition of language in the Public Facilities Element regarding relocation of an existing fire station on Huntington Court. The Huntington Court station serves all northeast Fairfield. Development of the eastern portions of the Specific Plan, however, would be too far east of the station to satisfy General Plan Policy PF 15.1 which requires 80% of residential development to be within a five minute response time of a fire station. To address this issue, the City reviewed five minute response boundaries for the proposed Specific Plan and existing development to identify alternate locations for the Huntington Court station that would satisfy Policy PF 15.1. Two sites were identified: one on a vacant parcel on the north side of Huntington Drive, and another on the west side of Peabody Road, south of Huntington Drive. Exhibit PF 2 of the General Plan would be revised to identify these sites. Acquisition and relocation of the station would be accomplished through the proposed Development Agreement with Canon Station, discussed in more detail below.
3. One minor revision is proposed for the Land Use Element that is not related to the Specific Plan. This revision would delete language related to mixed use development of the former Mission Village site on North Texas Street. This language is no longer relevant, as the site was redesignated for commercial use in conjunction with the recently constructed Wal-Mart Supercenter project.
4. Amendment of the General Plan Land Use Diagram to identify the proposed distribution of land uses in the Specific Plan area. Areas proposed for open space, industrial and various public facility uses would be given those designations on the diagram. Planning Areas 1 through 5 of the Specific

Plan will require additional planning prior to development, and are identified with the General Plan Diagram's "Special Study Area" color, and are identified with their Planning Area number. Exhibit 1-2 of the Specific Plan and other language in the plan would guide development of these areas. Proposed revisions to the Land Use Diagram are shown in Exhibit "D" to the attached Resolution.

One amendment to the Land Use Diagram should be highlighted: changes to land designated "Travis Reserve" west of Northgate Road. "Measure L", adopted by Fairfield voters in 2003, restricts the City's ability to redesignate Travis Reserve areas *east* of North Gate Road. Measure L explicitly allows the City, however, to redesignate Travis Reserve areas west of North Gate Road. No revisions are proposed east of North Gate Road. Land west of North Gate Road with the Travis Reserve designation is proposed to be amended primarily to "Open Space Conservation". A small amount of land would be designated "Residential, Very Low Density", consistent with Exhibit 1-2 of the Specific Plan.

C. Zoning Amendments: Various Zoning amendments are proposed to facilitate implementation of the Specific Plan. Amendments include revisions to the Zoning Ordinance (Chapter 25, Article I of the City Code), and the City's Zoning Map. Zoning Ordinance Amendments are shown in Exhibit "E" to the attached Resolution; Map amendments are shown in Exhibit "F". Amendments are described below.

1. Zoning Ordinance Amendment. Under the proposed amendment, a new "Train Station Specific Plan" designation would be added to the Zoning Ordinance's list of Planned Development (PD) Overlay Zones. The new overlay zone would apply to the developable portions of the Specific Plan (Planning Areas 1 through 6 and Planning Areas 9B and 9D). The new PD zoning establishes various regulations for development of these areas, including:

- Limitation of development to 6,800 residential units, consistent with Table 4-1 of the Specific Plan.
- Requirements for master planning of each Planning Area. Under the proposed regulations, prior to any development in the above Planning Areas, a "Master Planned Unit Development Permit" (MPUD) must first be approved by the Planning Commission. The MPUD would be a more specific development program for each Planning Area, including plans for land use, for facilities including water, wastewater, storm drainage, circulation, and park facilities, and for development phasing. It would also include a community design plan for the Planning Area, including details for walls, fencing, landscaping and community identification. Notably, any

landowner in a Planning Area could submit a proposed MPUD application. This provides flexibility, so that those landowners who are ready to develop earlier than others can do so, with the caveat that they are responsible for preparing all required materials for the MPUD application. Staff would be required to hold at least one meeting with landowners in the Planning Area prior to the Planning Commission hearing on the MPUD.

Under the MPUD requirements, a single master Homeowners' Association (HOA) would be required for each Planning Area. Alternately, a Planning Area could be annexed into an existing master HOA. Master HOAs would be responsible for maintenance of landscaping, pocket parks, trails, fencing, soundwalls, and any private streets or alleys within the Planning Area.

- The process for establishing base zoning for individual development parcels. The proposed regulations provide a specific menu of base zoning designations (i.e., RL8, RLM 4.5, etc.), based on a property's land use designation on Exhibit 1-2 of the Specific Plan. Landowners must choose zoning from this menu. The menu, however, is large enough to give owners a wide amount of flexibility in how they develop their property in a manner consistent with the Specific Plan. Further adding flexibility, landowners may choose to modify the base zoning standards, if they submit an application for a "Project Planned Unit Development Permit". While development under an approved Project PUD Permit may deviate from base zoning regulations, it must still be consistent with policy guidance from the Specific Plan and the MPUD for its Planning Area. Because of the extensive detail in the Specific Plan for Planning Area 2 (the Town Center), most development in this PA would be required by the PD overlay regulations to obtain a Project PUD Permit.
- Regulations for transferring dwelling unit entitlements. Dwelling unit entitlements may be transferred from one property to another subject through either a Master or Project PUD.

In addition to establishing the Train Station PD Overlay, the proposed zoning would amend language for the existing "Northgate" PD Overlay District. This overlay district applies to land that would be designated as Planning Area 9A in the Specific Plan. PA 9A is an existing vacant multifamily project just outside the gates of Travis Air Force Base on North Gate Road. The amendment would revise the overlay zone to reference the development process for this area under the proposed Specific Plan. It does not change any existing regulations, but makes clear that an amendment to the Specific Plan is required prior to any redevelopment of the site.

2. Zoning Map Amendments. Amendments are proposed to identify zoning regulations for land in the Specific Plan that is either: a) already in the City limits; or b) proposed to be annexed to the City per Exhibit 3-3 of the plan. Certain lands are proposed to have specific base zoning. These include industrial areas (to be zoned "IL"), open space areas ("OSC"), the Train Station and North Bay Water Treatment Plant ("PF") and the Great Park ("REC"). Planning Areas that are primarily residential or mixed use land within PAs 1-6, 9B and 9D are not proposed for base zoning at this time. As discussed above, landowners in these areas would be allowed to choose base zoning from a specific menu of choices for their property. Base zoning would be added to the Zoning Map after the owner has selected it, based on the process described above. Initially, however, these areas are simply given the designation "TS" (i.e., Train Station) as provided in the proposed Train Station PD Overlay language.
- D. Development Agreement with Canon Station, LLC: Of the approximately 2,970 acres within the Specific Plan boundary, more than half - 1,570 acres - is controlled by Canon Station, LLC. As such, implementation of the Specific Plan will rely on a close working relationship between the City and Canon Station. To facilitate implementation of the Specific Plan, and to obtain additional benefits for the City, the City Council directed staff to prepare a draft Development Agreement with Canon Station. Through a Development Agreement, landowners are provided with guarantee of rights to develop their land and other benefits. In exchange, the City has the right to obtain various guarantees or other items from the landowner that it could not condition otherwise.

Staff and Canon Station have drafted a Development Agreement, a copy of which is included with this report as Exhibit "G" to the attached Resolution. The Development Agreement guarantees rights to develop for a period of 20 years, and provides for the following key items:

1. Land Swap. The City would transfer 98 acres to Canon Station for development within Planning Areas 4 and 5. Canon Station would transfer 204 acres of park and open space lands to the City, including land for the Great Park.
2. Compensation. The City would receive \$3.5 million from Canon Station, Canon Station would construct \$1.7 million in park improvements, and would provide environmental mitigation for various City projects valued at \$1.8 million.
3. Jepson Parkway. Canon Station would provide the right-of-way and environmental mitigation for the Jepson Parkway - a major regional roadway project that includes Vanden Road - for the portion of Vanden Road through Planning Areas 4 and 5.

4. Park Construction. Canon Station would construct the Lake Park and portions of the Great Park on a specific schedule (see Exhibit 13 of the Agreement for timing).
5. Open Space Preservation. Canon Station would commit to permanently preserving all land it controls designated for Open Space in the Specific Plan. Together with existing City owned land that would remain in permanent open space, the two parties would permanently preserve nearly 1,500 acres of the Specific Plan as open space. All Canon Station open space land would be preserved prior to the recordation of the first subdivision map in their project.
6. Establishment of Various Funding Mechanisms. Canon Station would be required to annex residential development to existing CFD 2006-1 to fund park maintenance, police and fire service, and to establish several Community Facilities Districts (CFDs) for maintenance of open space and to pay for public services. They would also be required to form Landscape and Lighting Maintenance Districts and a Master Homeowners' Association for maintenance of fences, walls, various open spaces and other private facilities. Canon Station would also commit to a fee structure to fund roadway improvements in northeast Fairfield.
7. Accelerated Road Construction. Canon Station would be required to fund its share of roadway improvement costs at an accelerated schedule. Under this schedule, Canon Station would construct or fund its required improvements by the time it is two-thirds of the way completed with its project.
8. Fire Station Relocation. As discussed earlier, the existing fire station on Huntington Court would need to be relocated to meet General Plan policy requirements. Canon Station would be required under the Development Agreement to acquire land and construct a new fire station equivalent to the City's newest station on North Texas Street. Construction would be required prior to the 500th building permit in Planning Area 4 and prior to any building permits in Planning Area 5.
9. Industrial Development. Canon Station would be required to improve a minimum of 50 acres of industrial land by the time the 1,750th building permit is issued for their project. Improvements shall include the construction of New Canon Road from Vanden Road to North Gate Road and New McCrory Road from New Canon Road to existing Canon Road, as well as rough grading, and construction of internal streets, water, sewer and drainage improvements.

#### OTHER ISSUES

Numerous issues have been described in detail in the sections above. Other key issues include:

- A. Infrastructure and Public Facility Financing: In conjunction with the Specific Plan, a detailed infrastructure and public facilities financing program has been prepared for the Specific Plan. This program, and evaluation of issues related to it, is contained in a study prepared by EPS, a consulting firm hired by the City (see Attachment 4 to this staff report). The study includes a detailed list of improvements required for the Specific Plan and the rest of Northeast Fairfield, estimated costs of these improvements, and a conceptual funding program. The study identifies \$370 million of required improvements, including about \$250 million of backbone infrastructure improvements, and \$120 million of public facilities improvements.

The study proposes to fund these improvements through a series of existing fees, reworked fees, and new fees. Key funding mechanisms include:

- A Revised Northeast Fee. The study proposes revisions to the City's existing Northeast Fee, applicable to land east of Clay Bank Road. The revised fee would keep the fee for transportation improvements essentially unchanged. This component would be applicable to all development in northeast Fairfield. The revised fee would include sub-regional fees for drainage and wet utility improvements. Projects specifically within the boundaries of the Specific Plan would pay an additional fee to cover a variety of roads and improvements unique to the plan area, as well as a cost recovery fee for annexation and Specific Plan preparation expenses.

The Northeast Fee structure would also be revised. Under the proposed revision, all fees would be paid on a "per unit" basis. Under the current fee structure, fees for lower density development are paid on a complicated "per acre" basis that is difficult to administer.

Finally, General Plan Policy TP 1.7 currently provides exemption from the Northeast Fee for 200 units of housing that offer preference to personnel stationed at Travis Air Force Base. This was included in the 2002 General Plan to encourage private development of housing for Base staff. With planned renovation and reconstruction of housing on Base, and with a substantial correction in housing prices, the Air Force no longer sees the need to encourage private development of off-base housing for its staff. As such, staff expects to propose removing the exemption from the revised Northeast Fee. If this occurs, staff would propose amending the General Plan in conjunction with the fee revisions to remove Policy TP 1.7.

- A Revised AB 1600 Roadway and Park Fee. The study anticipates that AB 1600 roadway fees would double, while park fees would decrease by approximately 25%. As the park fees are currently roughly double the roadway fee, the result would be a total fee similar to what exists currently.

The above fees are preliminary, but staff is comfortable that the proposed program would be sufficient to fund needed improvements in a timely manner. The funding program would be officially prepared following adoption of the Specific Plan, and would involve review and discussion with interested members of the public and development community. As noted above, per the proposed Development Agreement, Canon Station supports the above funding concept and is committed to pay these rates whether they are adopted by the City or not.

- B. Fiscal Impacts: EPS has also prepared an analysis of the fiscal impacts of the proposed Specific Plan. The Fiscal Impact Analysis, included with this staff report as Attachment 5, identifies effects of the project on the City's General Fund. In particular, it looks at the ability of the City to fund critical services for the plan area, including police and fire service, and maintenance of roadways and parks. The study evaluates mechanisms to ensure that the City will be able to provide these services. In sum, the study finds that, with implementation of various supplementary funding mechanisms, the City will be able provide required services.

Key funding mechanisms include:

- Landscape and Lighting Maintenance Districts
- Annexation to Community Facilities District (CFD) 2006-1 for park maintenance, police and fire service
- Creation of a new open space maintenance CFD and industrial CFD
- Private homeowner's associations for maintenance of various private neighborhood facilities, including but not limited to soundwalls and fencing, neighborhood gateway features, parkway landscaping, pocket parks and private alleys.

- C. Public Comments from June 7 City Council Study Session: At a City Council study session on June 7, three issues were raised by landowner representatives. The following are responses to these issues:

1. Request to allow continued operation of the Concrush in Planning Area 1. Concrush operates a rock crushing operation on unincorporated land in Planning Area 1 on the north side of Cement Hill Road. This property and land surrounding it is designated for residential uses (LR) on Figure 12 of the Specific Plan. It is also located immediately south of the existing Goldridge neighborhood. As the area is a developing residential community, the neighborhood is not compatible with an operation that has potential noise, dust and visual impacts. As such, the Specific Plan does not support long-term operation of the Concrush facility at this location. The plan does, however, contain provisions for continued operation of such uses under Section 4.5.7 "Nonconforming Uses". If Concrush obtains all County permits

required to operate as of the date it is annexed to the City, operations allowed by County permit would be allowed to continue. Per existing zoning regulations for non-conforming uses, however, Concrush would not be allowed to expand their operation or obtain new discretionary permits related to their operations. With these limitations, the Specific Plan's clear intent is for Concrush to relocate. The plan provides substantial new land for industrial development in Planning Area 6. Policy 4-107 provides regulations to facilitate relocation of non-conforming uses to Planning Area 6.

2. Request to maintain neighborhood facilities and landscaping through an LLMD rather than an HOA. The proposed zoning would require residential development throughout each Planning Area to form or join a Master Homeowner's Association (HOA). The Master HOA would be required to maintain a variety of facilities throughout a Planning Area, including private parkland, pocket parks and non-Linear Park trails, shared private landscape areas, private alleys and driveway courts, walls or fences that abut arterial roadways, neighborhood identification features, and landscaping, lighting and sidewalks within the pedestrian realm of internal streets. A landowner representative requested that a Landscape and Lighting Maintenance District (LLMD) be used rather than a Homeowners' Association. Staff does not support this request. Several of these items would be located on private property and cannot be maintained through a LLMD. Further, much of the landscaping irrigation within the neighborhoods and along internal streets would be tied to multiple individual homeowner or private water connections, rather than City-owned lines. As such, LLMD maintenance coordinated by the City would not be feasible.
3. Request to change a proposed land use designation from MR to HR. A landowner representative requested that property in Planning Area 1 be changed from the proposed MR (10-20 housing units/acre) designation to HR (20-50 units/acre). While staff is not unfavorable to the property being developed at densities above 20 units per acre, the request cannot easily be satisfied at this time. The EIR evaluates impacts for a maximum of 6,800 housing units. Buildout of the land plan as proposed would equal 6,800 units. In order to grant the request, an equal amount of land already proposed for the HR designation would need to be changed to the MR designation. HR designations shown on the land plan have been carefully selected to achieve a variety of objectives. These include higher density adjacent to the train station and commercial core, noise attenuation, and urban design along major arterials and the lake park. As such, staff does not support reducing these HR areas to the MR designation. It should be noted however, that under the proposed MR designation, the landowner will have the ability to request a "density transfer" as described in Chapter 14 of the plan. This would allow development at densities above 14 units per acre. The proposed Planned Development zoning would also allow development to occur using

the City's multifamily (RH) zoning standards. Density transfer requests can be processed by the City either at the time it reviews a Master Planned Unit Development Permit for Planning Area 1, or at the time the landowner requests development entitlements for the property.

- D. Travis Air Force Base Compatibility: The Specific Plan is located immediately north of Travis Air Force Base. Solano County's Airport Land Use Commission (ALUC) has prepared a "Land Use Compatibility Plan" (LUCP) for land around the base. The plan establishes regulations to ensure that development in the vicinity of the Base is compatible with its airport operations. Prior to adopting the Specific Plan, ALUC must find that the plan is consistent with the LUCP. At its April 2011 meeting, ALUC reviewed the Specific Plan and found it consistent with the Travis Air Force Base LUCP.
- E. Implementation: The Specific Plan proposes a broad, long-term vision for development of the City's northeastern area. Should the plan be adopted, however, a series of actions must occur prior to any development. In addition to the Master PUD process described under the Zoning Amendment section above, the following items will need to be completed:
1. Greenbelt Amendment. In the early 1990s, a Joint Powers Authority (JPA) was formed by Fairfield, Vacaville and Solano County to preserve a "greenbelt". The Specific Plan includes a portion of the Greenbelt. Under the Preliminary Land Plan approved by the City Council, approximately 260 acres within the Greenbelt were proposed for residential and industrial development. Under the terms of the JPA, these uses are not allowed. The JPA reviewed the Preliminary Land Plan in 2010 and recommended revisions to ensure that the plan would satisfy the intent of the Greenbelt to minimize visual intrusions in a zone between Fairfield and Vacaville. The proposed Specific Plan incorporates those recommendations, which included pulling back industrial development away from Vanden Road. Approximately 225 acres of the Greenbelt are now proposed for residential and industrial uses. Should the plan be adopted, the City would be required to submit a request to the JPA to revise the boundaries of the Greenbelt to exclude these areas. In exchange the Specific Plan proposes to add substantial new open space areas to the Greenbelt. Notably, as described in the Development Agreement section above, the proposal would permanently preserve over 1,500 acres of land, much of which is contiguous to, but not within the boundaries of the Greenbelt.
  2. Adoption of Funding Mechanisms. As described above, various new or amended funding mechanisms would need to be approved by the City. These include a revised Northeast Fee and AB 1600 fees, and new CFDs for open space management. The City would begin work on developing these fees shortly after adoption of the Specific Plan.

3. Update of the City's "Municipal Services Review" Document and Annexation.  
As noted earlier, much of the land within the Specific Plan is located outside the existing City limits. In order for the Specific Plan to be implemented, unincorporated land must be annexed to the City. Annexations are subject to the authority of the Solano County Local Agency Formation Commission (LAFCo). LAFCo requires that the City maintain a document - called a "Municipal Service Review" (MSR) - that identifies planned annexation areas and the means by which it can provide municipal services to those areas. As the Specific Plan modifies the City's plans for annexation, the City's current MSR document would need to be amended. The City would prepare this amendment shortly following adoption of the Specific Plan, along with one or more proposed annexations, consistent with Figure 3-3 of the plan. The City anticipates submitting a revised MSR and annexation documents to LAFCo within the first year after the plan is adopted.

### ENVIRONMENTAL REVIEW

As described earlier, the City Council directed that an Environmental Impact Report (EIR) be prepared for the Specific Plan. A draft EIR were released by the City in December 2010, with revisions released in February 2011. The draft EIR was presented to the Planning Commission in detail in February, with a discussion of key impacts including significant unavoidable impacts such as impacts to air quality. Since that time, the City took comments on the draft EIR, prepared responses to the comments, and prepared minor revisions to the draft EIR. In addition, as required by the California Environmental Quality Act (CEQA), the City has prepared a Findings and Statement of Overriding Considerations for significant unavoidable impacts. The City has also prepared a required Mitigation Monitoring Report. Together, these documents form the Environmental Impact Report. The Response to Comments and revisions document, Findings, Statement of Overriding Consideration, and Mitigation Monitoring Report are included with the attached Resolution as Exhibit "A".

As required by CEQA, responses to comments will be provided to the commenting parties at least 10 days prior to City Council adoption of the EIR. One key comment that the City received was from the Travis Unified School District (TUSD). City staff has consulted with TUSD staff early in the development stage of the Specific Plan. At that time, TUSD informed the City that just one new school - an elementary school - was needed within the Specific Plan. As such, the proposed plan includes one school site. After the plan and draft EIR were released, TUSD determined that two schools would be needed to serve the plan area, and requested that the City designate a second school site in the plan. Because of the lateness of this comment, the challenges to revising the document at this time, and the long period of time before a second school would be needed, the City has decided not to propose a specific location for a second school. Instead, the City agrees to: 1) collect all fees adopted by TUSD to acquire new school sites; and 2) process an amendment to the Specific Plan to identify the school site once TUSD has completed environmental review and has acquired the site. This will allow the district time and opportunity to fully evaluate appropriate locations for a

second school in northeast Fairfield, including options outside the plan boundary. The City Attorney has reviewed this solution and has concluded that it fully satisfies the City's obligations regarding planning and designating new school sites.

### CORRESPONDENCE

During the planning process, the City held several dozen meetings for landowners and/or the public. Staff took numerous comments during that time, and has made a wide variety of changes to conceptual plans. Staff has provided notice of the Planning Commission hearing to landowners within the plan, and more than 600 other interested parties and landowners around the plan, including those who abut the plan in Vacaville. A notice of the meeting was also published in the Daily Republic.

### RECOMMENDATION

Adopt Resolution 2011-13.

### Attachments:

1. Resolution 2011-13
  - Exhibit "A" -- Final EIR, Response to Comments document, Findings and Mitigation Monitoring Report
  - Exhibit "B" -- Revisions to the February 2011 Draft Specific Plan
  - Exhibit "C" -- Amendments to the General Plan text
  - Exhibit "D" -- Amendments to the General Plan Land Use Diagram
  - Exhibits "E" and "F" -- Amendments to the Zoning Ordinance and Zoning Map
  - Exhibit "G" -- Development Agreement
2. Specific Plan Figure 1-2 (Land Use Plan)
3. Specific Plan Table 4-1 (Land Use Summary)
4. Fairfield Train Station Specific Plan Financing Plan, prepared by EPS
5. Fairfield Train Station Specific Plan Fiscal Impact Analysis, prepared by EPS